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Message Text

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17
ACTION AF-04

INFO OCT-01 SS-14 ISO-00 NSC-05 NSCE-00 INR-05 CIAE-00

SP-02 L-01 EUR-08 H-01 PRS-01 SSO-00 INRE-00 SCA-01

CPR-01 /044 W
---------- 087620
O 281010Z MAY 75
FM AMCONSUL LOURENCO MARQUES
TO SECSTATE WASHDC IMMEDIATE 3530
INFO AMEMBASSY DAR ES SALAAM PRIORITY
AMEMBASSY LONDON
AMEMBASSY LUSAKA

C O N F I D E N T I A L LOURENCO MARQUES 550

LIMDIS

E.O. 11652: GDS
TAGS: PFOR, US, MZ
SUBJECT: USG/MOZAMBIQUE RELATIONS

REF: (A) DAR ES SALAAM 1660; (B) LOURENCO MARQUES 539

1. CONCUR WITH AMBASSADOR CARTER RE USEFULNESS AND POSITIVE NATURE OF HIS DISCUSSION WITH MACHEL'S PERSONAL ASSISTANT, SERGIO VIEIRA. ALSO AGREE THAT WE CAN TAKE VIEIRA'S REPLIES AS REFLECTION OF MACHEL'S POSITION REGARDING ESTABLISHING DIPLOMATIC RELATIONS WITH THE UNITED STATES. QUESTION OF MECHANICS, HOWEVER, BECOMESEXTREMELY IMPORTANT. VIEIRA'S STATEMENT TO CARTER THAT ALL CONSULATES, EVEN OF "FRIENDLY" GOVERNMENTS, MUST AS A MATTER OF PRINCIPLE BE CLOSED UPON INDEPENDENCE SHOULD BE TAKEN SERIOUSLY. CONSULAR COLLEAGUES WITH WHOM I HAVE CONSULTED HERE AGREE THAT ANY ATTEMPT TO CONTINUE OVERATIONS OF CONSULATES AFTER INDEPENDENCE WOULD BE RESENTED AND PERHAPS BLOCKED BY FRELIMO.

2. ON THE POSITIVE SIDE, I DO NOT BELIEVE THAT FRELIMO HAS ANY INTENTION OF MAKING THINGS DIFFICULT FOR MOST WESTERN
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GOVERNMENTS, INCLUDING U.S., TO ESTABLISH EMBASSIES HERE.

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HOW LONG ONE WAITS IS SIMPLY A MATTER OF HOW LONG ONE TAKES TO DISCUSS MATTER WITH FRELIMO. AFTER INDEPENDENCE, FRELIMO WILL BE TOTALLY PREOCCUPIED WITH FORMATION OF NEW GOVERNMENT, SETTING UP NEW FOREIGN MINISTRY, PRESSING ECONOMIC PROBLEMS, ETC. PER PARA 8, REF A, WE NOW HAVEHOPEN INVITATION FROM FRELIMO TO CONTINUE DISCUSSING MODALITIES OF HOW TO ESTABLISH DIPLOMATIC RELATIONS AND HOW TO AVOID LENGTHY HIATUS IN THE OPERATIONS OF THIS POST.

3. IN THIS CONNECTION, I CANNOT EMPHASIZE TOO STRONGLY THAT, REGARDLESS OF INTERNAL U.S. GOVERNMENT PROCEDURES, IN OUR CONTACTS WITH FRELIMO WE SHOULD AVOID ALL REFERENCE TO "RAISING THE STATUS" OF OUR CONSULATE GENERAL TO THAT OF AN EMBASSY. WE SHOULD INSTEAD SPEAK OF "ESTABLISHING" AN EMBASSY. INDEED, I RECOMMEND THAT AFTER FURTHER DISCUSSION WITH FRELIMO CONFIRMING THEIR DESIRE TO HAVE THE UNITED STATES OPEN AN EMBASSY HERE, WE ANNOUNCE AT AN APPROPRIATE TIME OUR INTENTION TO CLOSE THE AMERICAN CONSULATE GENERAL AS OF JUNE 25, AND ESTABLISH DIPLOMATIC RELATIONS AT THE AMBASSADORIAL LEVEL.

4. WITH REGARD TO CONSULAR OPERATIONS, I DO NOT BELIEVE THAT WE SHOULD OVERSTRESS THE PROBLEM OF EXEQUATURS. WE SHOULD NOT PERFORM ANY CONSULAR SERVICES UNTIL THE OFFICE IS REOPENED TO THE PUBLIC AND UNTIL OUR NEW FSO-8 CONSULAR OFFICER, JAMES OVERLY, IS GRANTED AN EXEQUATUR. (AS BACK-UP CONSULAR OFFICER, WE SHOULD HAVE AM EXEQUATUR FOR FSSO-4 ADMINISTRATIVE OFFICER GEORGE CLEE.)

5. PRINCIPAL PROBLEM IS TO AVOID UNDUE HIATUS BETWEEN DELIVERY OF FORMAL U.S. DIPLOMATIC NOTE, PROPOSING THE ESTABLISHMENT OF RELATIONS AT THE AMBASSADORIAL LEVEL AND REQUESTING AGREMENT FOR AMBASSADOR, AND RECEIPT OF FORMAL REPLY FROM MOZAMBIQUE GOVERNMENT. IN ORDER TO MINIMIZE DELAY, I STRONGLY SUGGEST WE AUTHORIZE AMBASSADOR CARTER TO APPROACH FRELIMO'S DEPARTMENT OF FOREIGN RELATIONS IN DAR ES SALAAM AS SOON AS POSSIBLE TO DISCUSS MODALITIES OF ESTABLISHING DIPLOMATIC POST IN GREATER DETAIL.

6. SIMPLEST AND BEST APPROACH WOULD BE TO INFORM FRELIMO THAT CONFIDENTIAL

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WE WOULD LIKE TO ESTABLISH DIPLOMATIC RELATIONS AND EMBASSY AS OF JUNE 25 OR AS SOON THEREAFTER AS POSSIBLE. IF THE CHOICE OF AMBASSADOR HAS ALREADY BEEN APPROVED BY WASHINGTON, WE COULD TELL THEM THAT WE HAVE NEW AMBASSADOR IN MIND. IF THEY WISH, WE COULD SAY WE ARE PREPARED TO PROVIDE THEM INFORMALLY WITH HIS NAME AND BIOGRAPHIC DETAILS SO THAT FORMAL AGREMENT CAN BE SOUTH AND GIVEN SOON AFTER INDEPENDENCE. IN ADDITION TO AVOIDING HIATUS, THIS WOULD HAVE ADVANTAGE OF NOTIFYING

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FRELIMO THAT PRESENT CONSUL GENERAL WILL NOT BE PUT FORWARD
AS A RETREAD FROM PAST ERA OF CONSULAR RELATIONS. AT SAME
TIME, WE COULD PROPOSE THAT PRESENT PRINCIPAL OFFICER REMAIN
AS CHARGE D'AFFAIRES UNTIL AMBASSADOR CAN ARRIVE.

7.BECAUSE OF POSSIBLE PROBLENS WITH DIPLOMATIC POUCHES,
AIRPORT ENTRY, OTHER DIPLOMATIC IMMUNITIES, AS WELL AS CONTACTS
WITH NEW FOREIGN MINISTRY, I SUGGEST THAT IN DISCUSSIONS WITH
FRELIMO WE PROPOSE THE ISSUANCE OF A JOINT COMMUNIQUE IN
DAR ES SALAAM ANNOUNCING U.S. INTENTION TO RECOGNIZE AND MUTUAL
AGREEMENT TO ESTABLISH DIPLOMATIC RELATIONS AT THE AMBASSADORIAL
LEVEL UPON INDEPENDENCE. ABSENCE OF JOINT COMMUNIQUE MIGHT
CAUSE IMMEDIATE OPERATIONAL DIFFICULTIES MENTIONED ABOVE.
LESS DESIRABLE ALTERNATIVE WOULD BE UNILATERAL DECLARATION
OF INTENT BY U.S. PLUS AGREEMENT BY FRELIMO TO ISSUE INSTRUC-
TIONS TO ALL GOVERNMENT SERVICES UPON INDEPENDENCE TO GRANT
U.S. OFFICIALS DE FACTO DIPLOMATIC IMMUNITIES AND COURTESIES.
WALKER

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